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January September 1943

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NATIONAL LABOUR LEGISLATION

Government of India

Labour Bills for November, 1943, session of Central Assembly

The recognition of trade unions in India under certain conditions is provided for in one of the Bills which, it is understood, will be introduced in the November session of the Central Assembly. The Bill, it is believed, proposes the setting up of a Board of Recognition, which in recognising each union will take into consideration its representative character generally and will not recognise a union which, inter alia, prohibits membership for religious or communal reasons.

A Bill providing for holidays with pay is another Labour Department Bill which may be introduced.

(The Bombay Chronicle, dated 20-9-43.)

Bihar

The Draft Bihar Weekly Holidays Rules, 1943.

The Bihar Government has on 15-9-1943 gazetted the draft Bihar Weekly Holidays Rules, 1943, proposed to be adopted in exercise of powers conferred by the Weekly Holidays Act, 1942. The rules prescribe that every employer should exhibit in his establishment a notice ~~specifying the day or days of the week on which the persons employed by him will be given a holiday.~~ The notice should be exhibited at a conspicuous place where it can be clearly seen by the employees and ~~should be maintained in a clean and legible condition.~~ The employer is also required to exhibit in his establishment an abstract of the Weekly Holidays Act and of the Weekly Holidays Rules in English, Hindi and Urdu.

The draft will be taken into consideration on or after 22-10-1943.

(Page 571, Part II, The Bihar Gazette, dated 22-9-1943.) +

British Baluchistan

The Weekly Holidays (Baluchistan) Rules, 1943

The Chief Commissioner, Baluchistan, has on 27-8-1943 gazetted the Weekly Holidays (Baluchistan) Rules, 1943, under which proprietors of restaurants and theatres are required to display conspicuously in their establishments a notice of the holidays granted to their employees under the Weekly Holidays Act, 1942.

The Rules apply to the Quetta Municipality and Cantonment.

(Page 303, Part II-A, the Gazette of India, dated 4-9-1943.)

G.P. and Berar

Exemption from the Hours of Work and Weekly Rest Provisions of the Factories Act, 1934.

In exercise of powers conferred by Sec. 43 (2) of the Factories

On 28-8-1943, the Government of Central Provinces and Berar has gazetted the final rules in regard to the exemption, subject to certain conditions, of some classes of adult workers from the provisions in the Act regarding hours of work and rest. The exempted classes include: those engaged on urgent repairs, 'preparatory and complementary' work, 'intermittant' work, 'continuous' work and workers in engine rooms and boiler houses. Among these affected are workers engaged in specified employments in cotton mills, oil mills, flour mills, power houses, gas works, water-works, cement works and distilleries.

(Pages 302-304 of Part III, C.P. and Berar Gazette, dated 3-9-1943.)

Lunawada State

Workmen's Compensation Bill passed by Lunawada State Assembly

The Praja Pratimichi Sabha (Legislative Assembly) of the Lunawada State (Gujarat States Agency (Bombay Presidency), Area- 388 square miles, population - 95,000) has passed about the middle of September, 1943, a Workmen's Compensation Bill on the lines of the Indian Workmen's Compensation Act, 1923.

A Factories Bill also was taken into consideration.

(The Times of India, 20-9-1943.)

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CONDITIONS OF WORK

Industrial Health and Safety.
Lighting in Factories

Work in factories engaged on war production is at present liable to suffer because of defective lighting arising from one or other of two causes. In the first place, many of these factories planned their interior lighting under peacetime conditions and on the assumption that night work would rarely be necessary. Secondly, compliance with blackout or other A.R.P. regulations has often been achieved not merely by preventing the emergence of beams of light from a building, but by actually reducing the lighting of the interior below the standard necessary for efficient work.

The Government of India, therefore, has, on 4-9-43, amended the Defence of India Rules providing that the Government may by order require of any factory or class of factories to provide lighting arrangements of such standard as may be specified in the order. Contravention of such orders is punishable with imprisonment for a ~~period~~ term which may extend to one year or five or both.

(Page 983, Part I- Sec. I, The Gazette of India
dated 4-9-43
Indian Information dated 15-9-43.) +

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General

Grievances of Plantation Labour in Assam and
Bengal Tea Estates.

The following information about the hardships of plantation labour in the tea estates of Assam and Bengal is taken from a note on the subject published in the Sept., 1943, issue of the 'Trade Union Record':

Conditions of workers in Plantations in Surma Valley.- The employers in Surma Valley estates are providing rice and other daily necessities to the workers at rates which, though low, are proportionately higher than the pre-war rates. In the supply of rations, only the actual working hands are counted; other members of the family are left out. The scale of ration supplied also is insufficient. Wage conditions in the estates remain the same as before the war. Men, women and minors respectively receive Rs. 0-4-0, Rs. 0-3-6 and Rs. 0-2-6 per working day. There has been no war bonus or increment. About 30 percent of the tea estate workers go without full meals and in many cases, starve for two or three days in a week.

Conditions of Workers in Plantations in Chittagong District.- The following are the scales of wages for garden-labour in Chittagong District:-

Hoeing- Annas 8 for 64 nats (1 nat = 8 cubits); Plucking of leaves- 3 pies for 2 lbs; Factory work-boys from 6 years upwards: 1 anna to 2 annas a day; Women 2 annas to 3 annas a day; Mistries 6 annas to 8 annas a day; Chaukidars (Watchmen) and Sardars- 6 annas to 8 annas a day. These rates are continued from pre-war days without any increment. No facilities like sick leave with pay, pension, gratuity, bonus, maternity benefit or periodical increment are allowed. No dearness allowance is granted to meet the increased cost of living. Besides, some deductions are made from the actual earnings. Managers often deduct a "poundage" of 6 to 10 lbs on the day's plucking. A fee is charged for grazing workers' cattle in the garden areas. No satisfactory educational and medical facilities are provided. It is pointed out that the Labour Officer deputed by the Central Government found out on inquiry that the employers in the estates were often contravening the following provisions: (1) Factories Act, Sects. 51, 52 and 54, re. child labour. (2) Factories Act Sec. 34, re. working hours. (3) Payment of Wages Act Sec. 7, re. deductions from wages. (4) Maternity Benefit Act Sec. 3 & 4 re. employment during certain prohibited periods and for non-payment of the benefit. (5) Workmen's Compensation Act.

The Chittagong Cha Bagan Mazdoor Union has recently applied to the Labour Commissioner, Government of Bengal, for adjudication on the following demands:

(1) Cheap grain shops (2) Increment in wages, hoeing Rs. 0-3-0 for 32 nats, plucking of leaves 6 pies for 1 lb. (3) Maternity leave with pay (4) Free grazing (5) Proper medical aid.

As conditions of living have become hard because of low wages, many workers have left the gardens. Undernourishment has given rise to the spread of diseases. Wages too have been in arrears for a few weeks. No arrangements have been made for opening relief stores or free soup kitchens.

There are about 20 gardens in the whole district of Chittagong

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with about 10,000 coolies. They were originally recruited by European planters some two to three generations back, but the ownership and the management of the gardens have, in the meanwhile, shifted to Indian financiers, with a few exceptions.

(The Trade Union Record, Sept., 1943.)

Labour Conditions in Assam Tea Plantations:

Decline in Family Income; "Eastern Economist's" comments.

The Eastern Economist, New Delhi, commenting on labour conditions in the Assam tea plantations, which were the subject of a recent inquiry by the Government of India (we understand no report of the inquiry has been published), makes the following observations:-

Increased Exploitation of Child and Woman Labour.- The Economist points out that one of the most disquieting developments is the steady increase in recent earnings of children and to a lesser extent of the earnings of women workers. Criticizing this tendency, it says: There is no doubt that the tea estates are seeking to employ cheap woman and child labour at the expense of male adult labour. Unless the men have other alternative occupations of a more lucrative kind, the family earnings are bound to be comparatively low and a considerable decline in the standard of living has perhaps taken place.

Decline in Family Income.- On this point, the Economist says: " that the total decline of the family earnings has occurred in the Assam tea estates is further indicated by the very marked downward trend in the amount of remittances which the families have made to their homes. The present inquiries go to show that it might be worthwhile to investigate whether this decline in remittances is to be regarded as an indication that the ability to save on the part of the labourers has declined or whether it is capable of some other interpretation. It is possible, no doubt, that remittances may decline if the labour force has permanently settled down in the plantations but, if it be so, there should be other evidences of their savings and their prosperity. In the absence of further data, one is led to believe that this indicates a decline in their saving capacity."

High Death Rate.- The most serious feature of all is that the death rate in the tea gardens is higher than both the urban and rural death-rates in Assam. No amount of explanation can put a gloss upon this most disquieting symptom of the bad conditions of living of the workers.

(The Eastern Economist, dated, 3-9-43.)

Industrial Labour in Cawnpore in 1942-43.

The following brief survey of the conditions in 1942-43 of workers in industrial concerns in Cawnpore and elsewhere affiliated to the Employer's Association of Northern India is based on the 6th Annual Report of the Association (for the year 1942-43), (A copy of the report was forwarded to Montreal with our minute F. 6/771/43, dated 24-9-43.)

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Number of Workers. - The total labour force employed during 1942-43 by member concerns in Cawnpore was 66,674 as against 61,703 in 1941-42, and the estimated total of labour employed by the mills and factories of Cawnpore was 90,237. The labour force employed by member concerns outside Cawnpore was 11,779 as against 7,974 for the previous year.

Complaints and Cases. - The number of complaints received by the Association during the year was 456 (as against 425 in the previous year), of which 372 were received through the Government Labour Office and 84 by the Association itself, some through Unions and some direct from workers. Altogether, 186 cases came up for hearing before the Labour Commissioner, as against 52 in the previous year. Of these, 131 were decided in favour of the Association, 51 against and 4 resulted in neutral verdicts; as against 26 for, 23 against and 3 neutral in the previous year.

Labour Bureau. - The Association's Labour Bureau registered 22,125 unemployed during the year, and work was provided for 19,034 (that is 86.5 per cent). The corresponding figures for the previous year were 16,227 and 11,747 (that is 72.3 per cent). More than 99 per cent of the workers registered for employment belonged to the United Provinces.

Literacy Among Workers. - Of the 22,125 workers who registered for employment, only 5075, that is 22.9 per cent were literate. Although this compares favourably with the corresponding figure of 22.1 per cent of 1941-42, the report points out that a gradual decline in the percentage of literate workers was observable in the last few years. The percentage was 42.8 in 1938-39, 32.8 in 1939-40, and 25.6 in 1940-41. The continued drop is alleged to be due to the fact that increased numbers of leather workers and unskilled labour (who are mostly illiterate) have been passing through the Bureau.

Strikes. - The number of workers involved in strikes in member concerns in Cawnpore during the year was 18,770, resulting in the loss of 100,291 working days and Rs. 90,029 as wages. The corresponding figures for member concerns elsewhere were 20 workers, 10 days and Rs. 12. The Cawnpore figures show a decided improvement on the previous year and are the second lowest so far recorded. Of the figure of Rs. 90,029/- lost by way of wages, Rs. 38,000/- was lost in strikes during March 1943, in connection with the demands for bonus and approximately Rs. 27,000/- in connection with ~~the~~ political strikes at the beginning of August, 1942.

Improved Labour Situation: Adequate Welfare Measures. - The improvement in the labour situation was due to three main factors, namely, the continued increase in employment and earnings, the prompt action taken by the Association by way of increased grants of war dear food allowance to meet the rising cost of living and the establishment of cheap mill grain shops. The Cost of Living Index figures continued steadily to rise throughout the year and the question of increasing the war dear food allowance was taken into consideration by the Association on several occasions. On the 11-8-1942, the Association issued a consolidated notice laying down the scales of allowance payable up to 220 points for the cotton, woolen and leather industries in Cawnpore. The adoption of this consolidated scale made it easier to deal with the rise in the Cost of Living Index figures. By January 1943, however, the figure had risen to 225. Member concerns engaged in industries other than those included in the notice also granted

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suitable increased war dear food allowance on various scales. In conformity with a decision taken during the previous year, bonuses were paid during the year on the results of working for the year 1941. It was not found possible to establish uniformity in the rate of bonuses due to the operation of various conflicting factors in the various industries represented in the Association. All the larger members of the Association paid bonuses to their workers, the scales varying from Rs. ~~100~~¹⁰⁰ in the rupee to Rs. ~~500~~⁵⁰⁰ in the rupee. A number of smaller members of the Association also followed this policy. About the month of February, 1942, the position of food supply in Cawnpore became extremely acute. The Association therefore arranged immediate ~~xxx~~ supplies of food grains to Cawnpore to meet the situation, and in spite of very great difficulties, the mill grain shops were kept supplied, till the end of the year under review. This entailed an expenditure of about Rs. 2.3 millions. In regard to A.R.P. measures, the Association not only provided shelters for its labour, but installed trailer pumps and other fire fighting equipments. A large number of A.R.P. personnel drawn from the workers and factories ~~xxxx~~ was also trained and the member concerns undertook additional payment to their A.R.P. staff for this work. In addition, the Association, on the advice of the Government of India, employed a Fire Fighting Officer, who had been brought from England to supervise the organisation and training of fire fighting services and personnel. .

National Laboratory for Metal Research to be
Set up.

The appointment by the Governing Body of the Council of Scientific and Industrial Research, of a committee to examine schemes for setting up Physics, Chemistry and Metallurgical Laboratories was referred to at page 6 of our July, 1943, report.

In pursuance of the scheme, a committee has been formed, with Sir Shantiraj Dalal as chairman, to draw up plans for the establishment of a national chemical laboratory at Poona for which the Tata Iron and Steel Company, Jamshedpur, has donated Rs. 3,030,000 and Sardar Baldev Singh Rs. 1,00,000. Preliminary plans drawn up by Sir Shanti Swarup Atnagar will be examined by the Dalal Committee and a suitable site at Poona will be selected.

The Governing Body of the Council approved the scheme for the development of a metallurgical laboratory at Tatanagar. As this laboratory will cost about Rs. 3 millions it was decided to mature plans gradually. The laboratory will deal not only with iron, but other non-ferrous metals such as copper and brass, and it will initiate research which will ultimately lead to the establishment of a non-ferrous metal industry in India. A comprehensive report of the development of non-ferrous metals and a plan of research on the subject has been drawn up by an expert committee. The recommendations for the development of a national physical laboratory are approved by the Governing Body and referred to another committee for detailed planning. The Industries Department will decide on the relative order of priority in regard to the metallurgical and the physical laboratories. They will probably be started simultaneously. The proposed physical research will deal with such subjects as radio, shipbuilding and special construction material. It will cost from Rs. 3 million to 5 million.

Among the important researches the Council is financing are the work on fertilizers at Bangalore, biological preparations for medical purposes at Madras and Bangalore, synthetic woolen fibres at Delhi, preparation of vitamin B complexes at Lahore, industrial research on butyl alcohol at Calcutta, and a great deal of liaison work between the RAF and the War Transport Department carried out in the laboratory of the Director of Scientific Industrial Research in Delhi.

(The Statesman dated 9-9-43.) +

Subsidies for Small-Scale Industrialists: Assam
Government's Scheme

The Government of Assam has decided to grant subsidies to technically trained persons for starting industrial undertakings in the Province. Grants may be sanctioned to : (a) persons with sufficient training in a particular industry or in business or trade connected therewith and (b) those already in business or trade and in need of help for developing and expanding their activities. Grants may also be made for the purchase of tools, implements and appliances or machinery, including the cost of erection thereof and, in special cases to provide working capital. The grant will not ordinarily exceed Rs. 300. If a grant is sanctioned for two or more persons for a joint undertaking, the total sum granted will not exceed what would have been admissible to each

of them separately. No recurring grant will be made, but Government may, in special cases, make grants in two or more successive years to the same person. The amount of the grant may be paid in one sum or by instalments at the discretion of the Director of Industries. The grantee to meet ~~raise~~ one third of the capital invested in the undertaking, from his own resources.

(The Amrita Bazar Patrika, dated 20-9-43.)

The Mysore Economic Conference Revived.

The Government of Mysore has, in July, 1943, ordered the revival of the Mysore Economic Conference which, with its constituent boards, had been kept in abeyance since 1931. The Economic Conference was brought into existence in 1911 with a view to associating men of enlightenment within the State, public spirited citizens, prominent agriculturists, merchants and others with the officers of Government in deliberations connected with the economic progress of Mysore. After some years of working, the Economic Conference and its three constituent boards dealing, respectively with agriculture, education and industries and commerce, were ordered to be kept in abeyance in the year 1931, as one of the several measures of retrenchment adopted at the time for stabilising the finances of the State.

The absence of a regular machinery for consulting informed non-official public opinion on matters of economic importance was, however, soon felt and a series of conferences had to be held at frequent intervals for this purpose. It was also found necessary to constitute from time to time other boards, such as the board of industries and commerce, the board of sericulture and the board of industrial planning and co-ordination. These bodies are devoting attention to questions relating to the promotion of industries, with special reference to war-time needs. It is felt that the boards of education and agriculture, which were parts of the Economic Conference organization, should also be brought into existence again, in view of the developments which have taken place in recent years and the problems which are arising in regard to education, especially primary education, and agriculture, including work in connection with live-stock. The preparation of post-war programmes of reconstruction suited to the requirements of the State is a matter of urgency. These considerations have been mainly responsible for the decision to revive the Economic Conference.

In the new Conference, there will be four separate boards for Agriculture, education, industries and commerce, and sericulture, each board being presided over by the Minister in charge of the department. The boards will consist of the head of the department concerned, the members of the Central Committee representing the interests involved, and such other members as may be selected by the President, not exceeding twelve in all. The boards will meet not less frequently than once a quarter. There will be a Central or Standing Committee consisting of the Dewan (President) and the Ministers (Vice-Presidents) and twelve to eighteen members, including the heads of certain departments, and non-official gentle men nominated by Government as representing particular interests, such as, science, trade and transport, banking, sericulture, agriculture, labour, etc. The Central Committee will meet at frequent intervals to co-ordinate and review

he progress of work undertaken by the several ~~post~~ boards. It will deal with all questions of post-war reconstruction which do not fall within the purview of the boards. The members of the Central Committee and of the four boards will constitute the Economic Conference, with the ~~man~~ as President. The meetings of the Conference will be held twice a year.

Mr. P.H.Krishna Rao has been appointed as Secretary of the Economic Conference.

(Mysore Information Bulletin, July, 1943.)

Working Class Cost of Living Index for Various Centres in India during February 1943.

The index number of the cost of living for working classes in various centres of India registered the following changes during February 1943, as compared with the preceding month:-

| <u>Name of Centre</u> | <u>Base = 100</u> | <u>January 1943</u> | <u>February 43</u> |
|-----------------------|---|---------------------|--------------------|
| Bombay | Year ending June 1934 | 203 | 205 |
| Masabada | Year ending July 1927 | 173 | 165 |
| Belapur | Year ending January 1928 | 147 | 151 |
| Agar | August 1930 | 212 | 234 |
| Adhiana | 1931-35 | 355 | 339 |
| Mysore | August 1939 | 225 | 234 |
| Atna | Average cost of living for five years preceding 1914. | 243 | |
| Amshadpur | Ditto | 248 | 255 |
| Baria | Ditto | 242 | 256 |
| Madras | Year ending June 1936 | 161 | 163 |
| Madura | Ditto | 170 | 164 |
| Mysore | Ditto | 178 | 180 |

(Monthly Survey of Business Conditions in India for February 1943.)

Unemployment among Sea-men in Calcutta:
Relief Measures Suggested.-

The Indian Quartermasters' Union, Calcutta, has suggested the following measures for the relief of the unemployed seamen in Calcutta: (1) any ship arriving in any port of India having completed a voyage of six months or more should discharge her crew and a fresh set of seamen from among the unemployed should be recruited; (2) in selection, preference should be given to the seamen who are unemployed, for a long period; ~~the~~ (3) the Government of India or the employers should make arrangements to supply four seers (1 seer = 2 lbs) of grain, (atta and rice) per week, which is the ration supplied by the Defence Department, Government of India, to its employees in Calcutta, instead of two seers as at present arranged by the Government of ~~India~~ Bengal; (4) unemployment allowance should be paid to those whose waiting period extends to ten months or more, by their respective employers who are to maintain a register of the seamen employed by them; (5) loans should be advanced to unemployed seamen by employers or the Government up to a certain amount without interest.

(The Trade Union Record, Sept., 1943.)

PROFESSIONAL WORKERS, SALARIED EMPLOYEES AND PUBLIC
SERVANTS.

Better Service Conditions for Bihar Primary
School Teachers; Government to Levy Education
Tax.

The Government of Bihar is considering the introduction of fresh legislation for bettering the conditions of service of primary school teachers, with a view to raise the standard of teaching in the Province. The new scheme of education, which envisages a thorough reshuffling of old methods, is to cost about Rs. 12,00,000 and it is likely the Government might levy an Education Tax for meeting the cost, since District Boards and municipalities are not financially efficient to undertake the scheme.

(The Amrit Bazar Patrika, dated 17-9-43.) +

The United Provinces Nurses, Midwives, Assistant
Midwives, and Health Visitors Registration
(Amendment) Bill, 1943.

The United Provinces Government has on 18-9-43 Gazetted the draft United Provinces Nurses, Midwives, Assistant Midwives, and Health Visitors Registration (Amendment) Bill, 1943, proposed to be enacted by the Governor.

In the Statement of Objects and Reasons it is pointed out :
" Nursing problems in the United Provinces were recently considered by a special committee convened by the President of the Trained Nurses' Association of India. The Committee made a number of recommendations, with a view- (a) to improve the status and conditions of service of the nursing profession; (b) to secure for nurses wider representation than they enjoy at present in the Nurses and Midwives Council; and (c) to transfer the powers relating to the training and examination of nurses, which at present vest in the State Medical Faculty, to the Nurses and Midwives Council."

" Under the existing constitution of the United Provinces Nurses and Midwives Council, 7 members out of 19 represent nurses, midwives and health visitors. To achieve the second object of the recommendations, it is therefore proposed to increase the representation of nurses from 7 to 10 in the Nurses and Midwives Council and thus raise the total number of the members of the Council from 19 to 22."

" At present the examinations of nurses, midwives, assistant midwives and health visitors are conducted by the United Provinces State Medical Faculty which does not have any member of the nursing profession on its governing body. In Punjab and Bengal, the Nurses Councils already conduct such examinations. To achieve the third object of the recommendations, it is proposed to transfer the function of conducting the examinations from the State Medical Faculty to the United Provinces Nurses Council."

According to the existing provisions of the Act " only such nurses as have passed the United Provinces State Medical Faculty Nurses examinations, or had been working as nurses in the United Provinces before January, 1937, or have been registered in any part of the

Dominions which allows reciprocity of registration to nurses registered by the United Provinces Nurses Council, are eligible for registration by the Council. This prevents nurses trained in Madras, Punjab, Bombay, the United States of America, etc. from being registered by the United Provinces Nurses Council, and makes the choice of Nursing Superintendent and Sisters in the Province very limited. To provide for the registration of all such nurses who are not eligible for registration, it is proposed to amend the Act suitably."

The draft will be taken up for consideration on after 1-11-43.

(Page 11-12, Part VII, The United Provinces Gazette dated 18-9-43.) +

The Secretary of State's Services (Conduct) Rules, 1942.

The Secretary of State's Civil Service (Conduct) Rules, 1942, made by the Secretary of State for India in 1942 are published for general information in the Gazette of India dated 25-9-43 (Part I, Sect. I- Pages 1052-1055). These rules apply to persons appointed by the Secretary of State in Council or the Secretary of State to a ~~mix~~ civil service of , or a civil post under, the Crown in India, but ~~has~~ do not apply to any such Government servant when holding the office of Governor of a Province, of Member of the Executive Council of the Governor General, of Auditor General of India, or of Judge of the Federal Court, a High Court, Chief Court or Judicial Commissioner's Court. The rules regulate the conduct of Government servants in civilian employ with regard to : Acceptance of gifts, presentation trowels, etc.; Starting of subscription lists; ~~lending and borrowing~~; Buying and selling houses and other valuable property; Holding or acquiring immovable property; Control over immovable property held or acquired by Government servants; Investments; Promotion and Management of Companies; Private trade or employment; Insolvency and habitual indebtedness; Communication of official documents or information; Connection with press; Anonymous publication of documents and anonymous communications to the press; Publication of documents and communications to the press in the name of Government servants and public speeches; Evidence before Committees; Taking part in politics and elections; Vindication of acts and character of Government servants as such; Membership of Service Associations;

~~(1942)~~ The Government Servants' Conduct Rules, 1935 ~~are~~ (a) are cancelled ~~but the~~ Rules in so far as they are applicable to the Government Servants to whom these rules apply.

(Pages 1052-1055; Part I, Sect. I, Gazette of India, dated 25-9-43.) +

Punjab Scheme to Promote Co-operative Shops
for Agricultural Products.

The Punjab Government has decided to utilize ^{the} Peasants' Welfare Fund to start co-operative shops for the purchase and sale of land ~~products~~ produce at nominal charges, thereby eliminating middleman's profit. In announcing this decision at a public meeting at Peshawar on 30-8-43, Sir Chhotu Ram, Revenue Minister, said that this step had been taken in fulfilment of the pledge given to the electorate at the last general election.

(The Statesman, dated 31-8-43.)

AGRICULTURE.

Relief of ^{Small} ~~Several~~ Land Holders: Cooperative
Effort in the Punjab.

The decision of the Punjab Government to introduce a tentative scheme to disburse Rs.15,000,000 for the benefit of poor zamindars in the province was revealed by Sir Chhotu Ram, Revenue Minister, at a meeting of the Peasants' Welfare Fund Committee held at Lahore on 4-9-43. The scheme seeks to afford relief to small landholders in time of scarcity due to hailstorm, flood and drought, etc., finance ~~and~~ cheap credit, promote cottage industries, co-operative marketing, reclamation of land and improvement of village communications and provide scholarships. The scheme also proposes the opening of thirty co-operative commission shops, six in each revenue division.

(The Hindustan Times, dated 6-9-43) .+

LIVING CONDITIONS.

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Nutrition:

Survey of Dietary Conditions of poorer Parsi Families in Dadar, Bombay City.

The Dadar (Bombay City) branch of the Parsi Trusts Maternity and Child Welfare Clinic has recently published a report of the survey they carried out of the dietetic and hygienic conditions of the poorer Parsi families in Dadar. The board of investigation surveyed the dietary conditions of a fairly large number of Parsi families in the locality and discovered that the food consumed by the poor people of the community was deficient in proteins, carbohydrates and vitamins.

The clinic has therefore undertaken to impart to the people, through lessons and practical training, a better knowledge of the essentials of proper feeding.

(The Bombay Chronicle, dated 7-9-43.) +

General:

Health of Asansol Mine Workers in 1942-43.*

According to the Annual Administration Report of the Asansol Mines Board of Health for the year 1942-43, the general health of the mining population continued to be satisfactory during the year. There has been a gradual decline in death rate from 26.2 per 1000 in 1938 to 12.6 per 1000 in 1942. The infant mortality rate too showed a steady decline during the 5-year period- from 137.2 per 1000 births in 1938 to 85.0 in 1942. The fall in birth rate during 1941 and 1942 was partly due to the generalised outbreak of malaria in some parts of the settlement. The sickness rate among the colliery employees and their families, compiled from monthly dispensary returns, touched the lowest level in February 1942 being 9.0 per cent, rose to 20.2 per cent in August, 1942 due to an outbreak of malaria, and gradually declined to 9.5 per cent in December, 1942.

Anti-Leprosy Work.

Survey, treatment, home-visiting and segregation were the principal anti-leprosy measures undertaken. Out of 5362 surveyed cases, 2680 lepers attended the 14 clinics for treatment, 143 became symptom-free, while 69 infectious cases became bacteriologically negative. A follow-up of discharged cases during the last 9 years showed a relapse rate of 10 per cent. 75 cases were admitted for treatment in the Leprosy Hospital, while 62 infectious lepers were segregated in the Asansol Leprosy Settlement, and other segregation camps.

* Annual Administration Report for 1942-43 of Asansol Mines Board of Health—pages 12. (A copy of the report was forwarded to the Montreal Office with this office's Minute D.2/824/43 dated 12-10-43)) .

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Maternity & Infant Welfare Department

A medically qualified Lady Superintendent was appointed for supervision of the 12 Maternity & Infant Welfare Centres which serve 13 collieries, 41 villages and one town with a population of 1,38,000 out of the total population of 5,12,615 in the Mining Settlement. As an experimental measure three Lady Doctors have been appointed as Health Visitors in three Centres. 5 Welfare Centres are provided with maternity wards for admission of difficult cases of labour and also normal cases among miners' families.

The Mining Settlement covers an area of 413 square miles, and has a population (1941 census) of 512,616. There are about 130 working collieries, 430 villages and two municipal towns in the Settlement.

Employers' Organisations

6th Annual General Meeting of the Employers' Association of Northern India, Cawnpore, 23-8-1943

Economic and labour conditions in India in the year 1942-43, were viewed by Sir Padampat Singhania, Chairman, the Employers' Association Northern India, in his presidential address at the 6th annual general meeting of the Association held at Cawnpore on 23-8-1943.

Points of interest to the I.L.O. in the address are briefly noticed below:-

Labour's Co-operation in War Effort.- Dealing with labour's co-operation in war effort, he said: "A tribute has to be paid to labour, not only in Cawnpore, but in the whole of Northern India, which in spite of the August 1942 political agitation and in spite of inflammatory instigations by some labour leaders to "quit machines" did not leave their post of duty and carried on the work of war production. There were grave apprehensions that labour might resort to a general strike and thus attempt to paralyse war production, but, thanks to the good sense which prevailed among them and thanks to the employers' sympathetic attitude, labour did not line up with the saboteurs. Cawnpore was particularly fortunate that, despite its being in normal times a hot-bed of labour troubles, the labour there remained absolutely loyal during abnormal times and never allowed war production to suffer in any way."

Employers' Concern for Labour Welfare.- "The Employers' Association Northern India has rendered a signal service to labour by procuring for them the necessary foodstuff notwithstanding its general shortage and opened food grain shops in member-mills at the cost of about Rs.2.1 million. Employers have given high bonuses and dear food allowances to labour, so that they may be able to keep pace with the increasing rise in prices. The policy so far pursued by the Employers' Association in respect of labour is the only suitable one under the circumstances, and it may be pointed out that, if employers all over the country would follow a benevolent policy, the chances of misunderstandings arising between them and their employees would be largely minimised."

Food Shortage and Remedial Measures.- After criticising the Central and Provincial Governments for their ineffectual tasking of the food situation, he said: "The control of prices in respect of foodstuffs alone would not meet the situation. The crux of the question really is to get food supply from the rural population for the consumption of the urban population, and the military. Whatever food was available for export from villages to cities was only 'distress food', which the villagers sold away to buy their bare requirements. They did not send their reserved surplus to cities for they were not sure that they would be able to buy other commodities such as cloth, kerosene, oil, steel, cement, gold and silver on account of their inaccessibility and prices having gone up abnormally high. It was therefore necessary in order to maintain a continuous flow in large quantities of the foodstuffs from villages to cities that the prices of those commodities, which villagers would like to have in exchange for their cereals, should be brought to a reasonable level and made easily available to them. The Government of India, in their misguided zeal and in utter ignorance of the economic conditions prevailing in the country, began taking over several commodities for military requirements, so much so that not even

sufficient margin was left for rural consumption. They imposed many controls, one after the other, in such slipshod and unplanned manner, that the whole rural economy was upset and the villagers completely forgot the needs of their urban brethren." As constructive measures, he suggested more vigorous prosecution of the "Grow More Food" campaign, import of foodstuffs from the United States, Canada and Australia, distribution in deficit provinces of a certain percentage of the surplus stock of wheat and rice reserved for military requirements and the adoption of a uniform food policy throughout India.

Standard Cloth: Delays in Distribution.- "It was the great desire of the textile manufacturers that standard cloth should be manufactured, and brought into the market long before scarcity of cloth was felt by the people, but due to red-tapism and slow movement of government machinery the scheme could not materialise. After a good deal of representations, orders were issued for the manufacture of standard cloth, but even when a fairly large quantity had been prepared, the distribution of standard cloth was delayed by several months. Of late, however, appreciable quantities of standard cloth are gradually being brought in to the market. The textile industrialists in response to the confidence reposed in them, have fully co-operated with the Government in not only bringing down the prices of the cloth, but also manufacturing it in large quantities.

Coal Shortage and Stoppage of Work.- "About a month back, Cawnpore mills experienced acute coal scarcity and some of them were threatened with stoppage of work. But the strenuous efforts made by the Association and some of the employers individually saved the situation for the time being. Yet Cawnpore mills are not completely out of the trouble. There is no security that coal supplies would go on regularly for uninterrupted production of materials required for military purposes and civilian consumption. The Transport Member of the Government of India has to regulate wagon movement in such a way as to ensure continuous supply of coal to mills?"

Inflation.- Dealing with the pronounced inflationary tendencies perceptible in the country, he said: "No blame can be apportioned to anybody except the Government of India for inflation of currency. Those at the helm of financial administration alone have powers to expand currency. It is they who have introduced more and more paper currency in order to cope with the purchases made under peculiar conditions by the Government of India and His Majesty's Government for their own purposes and for purposes of the Allied Governments also. Unless gold and silver, which have a psychological bearing on the masses, are made available at normal prices, it is difficult to conceive a situation in which the paper currency can be brought under proper control and inflation checked."

Post-War Reconstruction: More Publicity and Association of Industrialists urged.- "Due to the efforts of Sir Ramaswami Mudaliar, a former Commerce Member, a number of Committees, including a consultative Committee of Economists, were constituted for post-war planning, but the transfer of Sir Ramaswami to London damped the vigour of the Committees and they practically ceased functioning. Another attempt has now been recently made by setting up a Post-war Reconstruction Sub-Committee, exclusively composed of Members of the Executive Council and having for its president, the Viceroy, and now Department for the purpose has been created. So far the Sub-committee seems to have addressed itself to the task of collecting statistics but, although more than two years have elapsed since Sir Ramaswami sponsored the scheme, nothing substantial has come before

the public gaze. This lends colour to the criticism that Indian post-war planning is not directed to construction or reconstruction, but that it is designed for exploitation on a larger scale. Planning for the post-war period has necessarily to be predominantly industrial so far as India is concerned and it is highly desirable that Indian industrialists should be associated with the task from its commencement. India has to prepare itself for taking its right place in the post-war economy of the world, and should equip itself with the necessary facts and figures to be able to effectively participate in the series of international conferences, begun with the Food and Agriculture Conference. A number of conferences are to follow - textiles, civil aviation, etc., Then there are the plans for an international clearing union, a stabilization fund and similar questions of post-war currency, exchange and trade arrangements formulated by the ~~plans~~ British and the United States Governments. Still more important is the question of utilisation of sterling balances in England, decision on which should be definitely taken immediately, for that will substantially contribute to promote capital industries after the war. It is ~~rumoured~~ rumoured that the Government of India is anxious to give preference in post-war planning to problems arising out of demobilisation and the switching over of war industries to civil requirements. If that is so, the very object of post-war reconstruction would be defeated. The Government of India should go full speed with post-war planning in all its comprehensive implications and associate non-official elements more and more with such planning.^x

(Summarised from printed text of Sir Padampat Singhania's presidential speech at the 6th annual General Meeting of the Employers' Association of Northern India forwarded to this Office by the Association.)

(A copy of the speech was forwarded to Montreal with this Office's minute F.6/771/43 dated 24-9-1943.)

All-India Trade Union Workers' Study Camp, Delhi,
8 to 17-9-1943

The All-India Trade Union Workers' Study Camp, organised by the Indian Federation of Labour (referred to at page 28 of our August, 1943, report) was held at Delhi from 8 to 17-9-1943. Prominent labour leaders and trade union workers addressed the Camp.

Dr. B.R. Ambedkar, Labour Member, Government of India, who addressed the Camp on the concluding day, welcomed the holding of such Camps as the most effective way for rousing labour's political consciousness. He deplored the absence of interest in the government of human affairs displayed by Indian workers, and said that he did not consider the trade union movement a panacea for the ills of the working class. He emphasised the necessity for the setting up of a political party of the Indian working class.

(The Vanguard, 19-9-1943.)

Madras Government's Measures for the Amelioration of Conditions of Life of Backward Classes in 1942-43*

The measures adopted by the Labour Department, Government of Madras, 1942-43 for the amelioration of the conditions of life and work of the backward classes in the province (designated 'eligible communities') included free gift of house sites, reservation and assignment of land, provision of special educational facilities, and construction and repair of wells, sanitary works, etc.

During the year under review, an extent of 71.8 acres of Government land was assigned free of cost for the provision of 488 house sites as against 1964 in 1941-42.

The educational work proceeded on the usual lines. There were 1099 schools at the close of the year under review, out of which 1099 were day schools, one a night school and one a combined day and night school. 54,536 children (36,002 boys and 18,534 girls) received instruction in these schools. They employed 1756 teachers, of whom 1755 were employed. The total expenditure during the year on "Education" amounted to Rs. 1,079,918 as against Rs. 910,209 during the previous year. During the year the scheme of supplying free midday meals to children working in Labour schools was further extended to Labour schools in those areas where the eligible communities were poorest and where a special effort was made to take advantage of the education provided by the Government. Attendance in these schools has increased appreciably. ~~The appearance and height of the pupils has~~ also generally improved. In view of the rise in the prices of foodstuffs, the Government ordered that the rate of cost of midday meals be enhanced from one anna to one and a three pies per pupil per meal. The Government also directed that in cases where the rate of boarding grant was Rs. 5 and less it should be enhanced to Rs. 6-8-0 per pupil per mensem and that in other cases the rate should be increased by Re. 1-8-0. Orders have recently been issued enhancing the rate of boarding grants to Rs. 10 per pupil per mensem.

The total expenditure incurred during the year on the construction and repair of wells was Rs. 142,410-10-6 as against Rs. 136,889-12-4 during 1941-42. Sanitary works in the cheris in the city of Madras, such as the formation of roads and the provision of drains, water taps and latrines were carried out during the year at a cost of Rs. 19,055..

Administration Report of the Labour Department, Government of Madras, on the work done for the amelioration of the "Eligible Communities" for the year ending 31st March, 1943. (A typewritten copy of the report was forwarded to this Office by the Government of Madras.)

India's Falling Milk Consumption: 12 per cent
Drop in Recent Years.

According to the Report on the Marketing of Milk in India and Burma (second edition) published by the Agricultural Marketing Adviser, Government of India, the consumption of milk per head in India has dropped by about 12 per cent in recent years. The original report, basing its figures on the 1931 census and the cattle census of 1935, put the average daily consumption of milk at 6.8 oz. per head of the population of India. In the second edition, statistics have been revised on the basis of the 1941 census and the cattle enumeration of the previous year and these data give an average daily consumption per head of 5.8 oz. The number of cows in India went up by 7.8 per cent between 1935 and 1940 and that of she-buffaloes by 5.5 per cent, but in areas noted for milch cattle there were famines while the cattle population shot up in places where the animals are generally poor, so that the net increase in milk production has been small while there has been a big increase in the human population.

The low consumption of milk might result in serious deterioration of health, especially among the poorer classes who consume well below 5.8 oz. a day, while many have to go without milk or milk products altogether. While the Indian consumer has a much lower average income than the English consumer, under normal conditions milk prices in the two countries are roughly the same. The report shows how better organisation of the trade, proper transport and sanitary methods of handling and distribution can help towards a better state of affairs. It also points out how profitable the reorganisation of urban milk marketing on modern lines can be.

(The Hindu, dated 13-9-43.)

EDUCATION.

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Educational Progress in the Bombay Presidency. During 1937-1942.

During the five-year period 1937-1942, the Bombay Government increased its expenditure on education by more than Rs. 10 millions. The Director of Public Instruction, Government of Bombay, surveying educational progress in his report for the quinquennium, says that steady progress was maintained in spite of war conditions.

Statistics of Schools and Pupils.- There was an increase of more than half a million in the number of scholars and an increase of more than 1,000 in the number of educational institutions. At the end of the period, more than eight per cent. of the population of the Province was receiving instruction in some form. The total number of educational institutions increased to 22,751 (22,388 recognised) against 14,609 five years earlier. The recognised institutions comprised 21 Arts and Science Colleges, 16 professional colleges, 869 secondary schools, 19,981 primary schools and 1,501 special schools. The increase was largest among primary and special schools, due to the opening of a number of voluntary primary schools and literacy classes for adults. The total number of pupils attending all educational institutions increased by 19,392 (38.9 per cent.) to 1,855,281- 1,364,944 boys and 490,337 girls. The percentage of male scholars to total male population increased from 10.86 to 12.62. The corresponding increase for female scholars was from 3.79 to 4.89. On 31-3-1942, there were only 39 large villages without schools, as against 234, five years previously. Of the 81,567 towns and villages, 15,976 had schools, against 8,975 in 1937.

Expenditure.- The total expenditure on public instruction increased by about Rs. 11.1 millions to about Rs. 48.7 millions. The proportion of this total met from Government funds in 1941-42 was Rs. 20,613,082 (42.3 per cent.), from Board funds, Rs. 7,819,085 (16.1 per cent.), from fees, Rs. 14,564,929 (29.9 per cent.) and from other sources, Rs. 5,707,702 (11.7 per cent.). Expenditure on primary education increased by about Rs. 4.2 millions to over Rs. 21.9 millions, of which about Rs. 21.9 millions were paid from Government funds. The number of pupils increased by about 425,000- the increase being mainly due to the opening of small village schools in the last few years. The Bombay Government is spending, apart from grants to local authorities for primary education, more than Rs. 900,000 in giving direct aid to "voluntary" schools- schools opened by voluntary agencies in villages with a population less than 700. About 5,600 such schools have been opened.

New Measures.- An important stage in the development of primary education was the amendment, in 1938, of the Primary Education Act, by which the Government took over the inspecting staff from local authorities and vested the Administrative Officer with clearly defined powers in regard to the appointment and transfer of teachers- a step designed to create a feeling of confidence and stability among teachers. The main weakness in the primary education system, says the report, had always been that the primary courses were insufficiently adaptable to rural requirements. The general curriculum was revised and made more elastic and more practical. The teacher has been given as wide a choice of topics as possible, to enable him to correlate his teaching with activities associated with the countryside, and to create an interest in rural life through an intelligent study of the environment. A special simplified course was also drawn up for the small one-teacher

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village schools. About 80 primary schools have been following a modified agricultural-bias course for some years. The main idea underlying this course is to give the village-child ideas of better farming, better sanitation and better and brighter living. A distinct type of school for the rural needs of the Province has been tried and promises to develop on right lines if carefully nursed. A new type of school- the Basic school was also tried, with spinning as the basic craft. Some 60 schools were converted into Basic Schools and special training centres opened for the training of teachers. The main difficulty experienced with this scheme was that spinning by itself was not found a satisfactory and satisfying craft in all schools, particularly in areas where no cotton is grown. A striking feature of the progress made was the opening of adult education classes all over the Province. From 1938, special funds were sanctioned for the opening of adult literacy classes in urban and rural areas. Lectures and talks on matters connected with health and welfare were also organised and a general scheme of village libraries was sanctioned. These efforts yielded small but favourable results.

Physical Education.- In the sphere of physical education, the most important development was the establishment of a separate Institute of Physical Education for the training of teachers. Physical education is now an integral part of the general education system, and medical examination is being gradually introduced. Nearly 70 per cent. of secondary schools have already introduced medical examination. It has not been possible to introduce it on a large scale in rural areas, mainly owing to the lack of medical facilities.

(Press Note dated 30-8-43, issued by the Director of Information, Bombay.)

Wages

Ahmedabad Millowners' Association's Petition for Reduction of Dearness Allowance: Rejected by Industrial Court.

The petition filed by the Ahmedabad Millowners' Association for substantial reduction in the quantum of dearness allowance sanctioned to the employees in the textile mills at Ahmedabad under the award dated 26th April 1940 and supplementary award dated 15th September 1941 was rejected by the Industrial Court, Bombay, on 16-9-1943.

The Millowners' Association contended that the conditions of the industry had changed for the worse to such an extent that revision of the dearness allowance was called for. They held that three factors had operated in the direction of worsening the condition of the industry. They alleged that 10.89 per cent. of the weaving looms were utilised exclusively for the purpose of preparing cloth for the defence services; that 45.11 per cent. of the looms were utilised exclusively for the purpose of preparing standard cloth and that only 44 per cent. of the looms could prepare cloth for the purpose of satisfying the general requirements of the public. It was further contended that the margin of profit on the cloth prepared for the defence services and the standard cloth was strictly limited and that, even in respect of cloth prepared for the general public, the margin of profit was considerably reduced as the result of the ceiling prices fixed under the Cotton Cloth and Yarn (Control) Order, 1943. They pointed out that the cost of living had risen to such an extent as could not possibly be within the contemplation of the parties when the original scale of dearness allowance was fixed, and even when the scale was increased by 45 per cent. in September 1941.

The Textile Labour Association, Ahmedabad, opposing the petition contended that although it might be true that the margin of profit had been reduced by a percentage of the looms being reserved for cloth for the defence services and for standard cloth, and also as a result of ceiling prices being fixed for the cloth manufactured by the remaining looms, still the condition of the industry at present, even making allowance for those factors, was not such as to justify any reduction being made in the scale of dearness allowance.

Bombay Government favours Reduction.- The Advocate-General, Bombay, contended that, although the Government of Bombay were not directly concerned in the result of the dispute, they were indirectly concerned in the ~~xxxxxxxxxxxxxxxx~~ repercussions that might follow if the scale of dearness allowance was not substantially reduced. His contention was that at other centres of the industry, such as Bombay and Sholapur, the dearness allowance paid to the workers neutralised the cost of living only to the extent of 75 to 80 per cent. and that, therefore, the present scale of dearness allowance by which the rise in the cost of living in Ahmedabad was neutralised to the extent of 96 per cent. was not justified.

Court decides against Reduction.- The Court held that the problem of wages and inflation was essentially an All-India problem and the submission made by the Advocate-General would appear to be a startling attempt to tackle a countrywide problem merely by effecting a cut in the dearness allowance of only one section of workers in one industry and at only one centre of that industry. Unless the policy of reducing wages

is accompanied by steps taken to stabilise the price level of all the commodities which contributed towards the cost of living of the workers, it would be a lopsided attempt to try to reduce inflation by attempting to reduce the dearness allowance paid to one set of workers on one centre. In terms of the average wage, all that the grant of dearness allowance had done so far was to neutralise the rise in the cost of living to the extent of 96 per cent. Therefore, the real wages of the workers were, in fact, something less than what they were getting when the war had started. The Court thought it extremely difficult to assess accurately the exact effect of the three adverse factors reported by the Millowners' Association on the condition of the industry until the balance sheets of the mills were available some time in the first half of 1944. Undoubtedly, as a result of the adverse factors the margin of profit had narrowed since June-July, 1943, but, in spite of that, it did not appear that the present condition of the industry would in any way be worse than in 1941, when the mills agreed to give the 45 per cent. increase in the scale of dearness allowance. This conclusion itself, the Court thought, was sufficient to reject the claim of the Ahmedabad Millowners' Association for any reduction in the scale of dearness allowance which existed at present.

(Summarised from the text of the judgment given on pp. 2183-2188, Part I, The Bombay Government Gazette, dated 23-9-1943 and The Times of India dated 27-9-1943.)

Employment

The Military Nursing Services (India) Ordinance, 1943

The Government of India has on 15-9-1943 promulgated the Military Nursing Services (India) Ordinance, 1943 (Ordinance No. 30 of 1943) providing for the creation and maintenance, as part of the armed forces of the Crown and for services with the military forces, of an auxiliary force to be designated the Military Nursing Services (India). The services will comprise two corps, namely, the Indian Military Nursing Service ~~which is for service only with the forces and persons subject to the Indian Army Act, 1911.~~ ^{which is for service only with the forces and persons subject to the Indian Army Act, 1911.} Regulations regarding details connected with the pay, allowances, training, discipline, etc., of the corps will be laid down by the Commander-in-Chief. All members of the Military Nursing Services (India) shall be of commissioned rank and shall be appointed as officers of the Military Nursing Services (India). Any British subject or any subject of an Indian State, if a woman and above the age of 21, shall be eligible for appointment as an officer in the Military Nursing Services (India).

(pp. 603-604, The Gazette of India Extraordinary dated 15-9-1943.)

The Punjab Government Services (War) Amendment Rules, 1943

The Punjab Government has on 18-9-1943 gazetted the Punjab Government Services (War) Amendment Rules, 1943. The Rules prescribe that for such period as may be specified by the Government, no direct ~~recruitment~~ ^{recruitment} recruitment, on a substantive basis, may be made to any service of the Punjab Government except with the sanction of the Government. Recruitment to vacancies by promotion, confirmation of candidates accepted for permanent employment before the 1st April, 1940, and actually taken into

service before the issue of the Rules with a view to permanent employment in due course, or transfer from another Government Department, wherever such recruitment is authorised by the existing rules, will continue as usual. With regard to all other vacancies, whether unfilled or filled on a temporary basis, they will be thrown open, after the war, to recruitment from among persons with war service to their credit. In computing the age of such candidates, the years spent in war service will not be counted. Attempts will also be made to fix them up in places which they may normally be expected to have attained but for the war.

(Pp. 577-578, Part I, the Punjab Gazette, dated 24-9-1943.)

Control Measures

The Sisal and Aloe Fibre Products Control Order, 1943

The Government of India has under the Defence of India Rules issued 10-9-1943 the Sisal and Aloe Fibre Products Control Order, 1943, for controlling the manufacture and sale of ropes, cordages, twines and other goods made of sisal or aloe.

(P. 601, The Gazette of India, Extraordinary dated 15-9-1943.)

The Factories (Control of Dismantling) Ordinance, 1943.

The Government of India has on 15-9-1943 promulgated the Factories (Control of Dismantling) Ordinance, 1943 (Ordinance No. 31 of 1943) under which no person in British India is to dismantle any factory or remove from it any spare parts essential for maintaining the machinery of the factory, except with the written permission of the Central Government.

(P.605, The Gazette of India Extraordinary dated 15-9-1943.)

Bihar Order Prohibiting Removal of Sugar Factories from the Province.

The Bihar Government has under the Defence of India Rules issued 8-9-1943 an Order under which no plant or factory situated within the province of Bihar and producing sugar by means of vacuum pans may, without the previous permission of the Provincial Government, be removed from its existing site with a view to its being re-erected and worked on site outside the province. Contravention of the order is punishable under the Defence of India Rules with imprisonment for a term which may extend to three years, or with fine, or with both.

(P.565, Part II, The Bihar Gazette dated 15-9-1943.)

Navigation:

The Fire Watchers and Welding (Merchant Ships)
Order, 1943.

The Government of India has on 18-9-43 issued, under the Defence of India Rules, the Fire Watchers and Welding (Merchant Ships) Order, 1943, which requires that wherever welding or a gas-cutting operation of any description is being carried out in a ship, not being a ship of war, any port in British India, a fire watcher should be on duty at each part of the ship where such operation is in progress and, if the operation concerns two or more compartments of the ship, a fire watcher could be maintained in each compartment concerned, and remain on duty for the duration of such operation. Fire watchers placed on duty under the Order will be provided with suitable means for extinguishing fires as approved by the Security Measures Committee or any other authority responsible for the security measures at the port concerned. No welding or gas cutting operation is to be carried out in a ship except with the consent of the master.

(Page 1023, Part I, Sec. I, The Gazette of India, dated 18-9-43.) +

Indian Merchant Shipping (Additional
Life saving Appliances) Rules 1941 and
1942 cancelled.

The Government of India has on 18-9-43 issued under the Indian Merchant Shipping Act, 1923, a notification to the effect that the Indian Merchant Shipping (Additional Life Saving Appliances) Rules, 1941, and the Indian Merchants Shipping (Additional Life Saving Appliances) Rules, 1942, (vide Page 36 of our September, 1941 report and Page 13 of our October, 1942 report) are cancelled.

(Page 1023, Part I, Sec. I, The Gazette of India, dated 18-9-43.) +

Bombay Government's Concessions to Food and
Fodder Crops Cultivators.

Concessions in regard to agricultural loans and subsidies, canal irrigation, cultivation of Government waste lands, seed supply and allied subjects have been made by the Government of Bombay to encourage extension of the area under food and fodder crops and to induce cultivators to grow food and fodder instead of short and fair stapled cotton. It is anticipated that cultivators will reap considerable benefit if they take advantage of these concessions, which are available during the year 1943-44. The more important of these concessions are indicated below:

Irrigation.- During the rainy season canal irrigation water will be given to the cultivators at a nominal rate of Re.1 per ~~mu~~ acre, for food and fodder crops. For rabi food crops, both in block and non-block areas (in the Deccan), water will be given at a concession rate of Rs. 3 per acre. A large part of the available water supply is conserved for the cultivation of food and fodder crops. Early sowing of rabi crops in the late monsoon months-after August 15-is to be encouraged and such crops will be charged only a nominal water rate. In addition to these, liberal remittances in water assessments will be granted to cultivators in cases where they grow food crops on the lands under irrigation.

Seed Supply.- With a view to bringing the maximum possible area under food and fodder crops and to ensuring the maximum out-turn per acre, the Government has allotted Rs.1 million for the purchase of improved seed of any kind of good seed for sowing purposes. This is to be given to the cultivators at a concession rate not exceeding one-third of the cost price.

Loans.- Agricultural loans free of interest, for the purchase of seed and for cultivation purposes will be given in respect of food grain crops. Other grants include advances for digging wells and for improving lands, special subsidies and interest free loans to lessees cultivating waste lands.

Transport and Other Facilities.- Priority is to be given for transport to food crops alone. The Government will render all possible assistance in securing transport for oil-cake and other manures. Waste lands will be given on three-year rent-free leases. Railway lands may also be rented out at normal rates.

Government has repeated the assurance which was given in 1942 that it does not consider any likelihood of serious fall in prices resulting from the "Grow More Food" campaign. If during the war and for one year thereafter the prices of food grains tend, as a result of the food production drive, to fall below a level which would not give a reasonable return to the cultivators, the Government will be prepared to intervene and buy at "fair" prices all the food grain offered to it in the open market.

(Unofficial Note, dated 20-9-43, Issued by the Director
of Information, Bombay). +

Government of India's Financial Aid to
Agriculturists.

~~In reply to questions in the Central Legislative Assembly on~~

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In his reply to questions in the Central Legislative Assembly on 28-43, regarding the expenses incurred by the Government of India in connection with the "Grow More Food" drive, Mr. J. D. Tyson, Secretary, *Dep't of* Government of India, revealed that in the financial year 1942-43 Government of India sanctioned a total grant of Rs. 1.88 millions from the Cotton Fund to certain provinces and States to assist the cotton growers in diverting lands from short-staple cotton to food grains. These grants were made on condition that the benefit under them goes to the actual cultivator. About 5,339,000 acres were diverted from cotton to food crops in 1942. No grant has been sanctioned by the Government of India from this source for anybody other than agriculturists. In the current financial year (1943-44) grants and loans (till August, 1943) sanctioned are: Rs. 4.77 millions in grants and Rs. 9.89 millions in loans to enable the provinces to finance measures calculated to contribute materially to increase food production in the near future and Rs. 1.49 millions in grants from the Cotton Fund to enable the provinces and States to assist cotton growers in diverting lands from short-staple cotton to food grains during the current season.

(Official Report of the Legislative Assembly
Debates, Volume-III, No. 97 *Page 415*).

Statistics of Destitutes in Calcutta.

A sample survey of destitutes in Calcutta in the present food situation has been carried out by the Department of Anthropology of the Calcutta University. The conclusions given in a preliminary report ~~published in the third week of September, 1943~~, are based on studies of 304 families. The report states referring to these families: "How far the present distress has affected the economic basis of, and ~~socio-psychological~~ relations within, the family may be gauged from the fact that no less than 24.4 per cent of the families have disintegrated. Our investigation clearly shows that the agricultural labourers are the worst sufferers in the present condition. Their proportion is 47.7 per cent. Next to them are the cultivators of the soil (owner-cultivators and tenant cultivators) who form 25.0 per cent. Thus ~~farm~~ farm labourers and cultivators together account for 72.7 per cent. Petty traders number 7 per cent, ~~XXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXX~~ ~~XXXXXXXX~~ beggars 6.6 per cent, fishermen 2.4 per cent and others 10.7 per cent. The exodus of farm labourers from their place of work may adversely affect the prospects of the next crop. Moreover, it shows where the rot lies in our socio-economic system."

(The Hindu, dated 26-9-43).

Proposals for dealing with Food Crisis:

Gregory Committee's recommendations.

A number of measures for effectively ~~mini~~ dealing with various aspects of the food problem in India, such as need for stimulation of imports from outside, rationing, regulation of retail trade, price control, etc., are suggested in the report of the Food Grains Policy Committee presided over by Sir Theodore Gregory (vide page 43 of our August 1943 report) recently submitted to the Government of India published in the third week of September 1943. The more important of the recommendations are noticed below:

Imports.— While strongly pressing the case for imports, the report makes it clear that the general shortage of shipping and the stringency in other belligerent countries ~~is~~ fully recognized. Two

counterconsiderations are, however, urged. The first is that Indian nutritional standards are, in general, deplorably low. The second is that the area nearest the scene of a possible large-scale offensive (Bengal) is also, at the present time, the scene of the greatest distress in the matter of food supply. The report points out the complicated nature of the Bengal problem, and urges upon the Bengal Government the necessity of tightening up its procurement machinery as the first condition of recovery.

Acquisition of Supplies.— The report rejects altogether the two alternatives which might be invoked to solve the problem of acquisition of supplies. First, unlimited free trading in foodgrains. The report takes the view that even if free trade were allowed to work itself out without interference it would result in a drastic rise in the level of prices in some areas and might not, owing to purchases for hoarding or investment purposes, lower them elsewhere. In any case, rising prices do not always result in additional supplies being released, owing to the tendency of holders, when a rise of prices is being experienced, to expect still higher prices in the future. The other principle which is rejected is that of a Central Government food-grains monopoly. This principle is rejected, not on the ground that it is inherently unworkable—on the contrary, it is pointed out to be the only, perfectly logical solution of the difficulties—but on the ground that India finds herself in the middle of a crisis, and the creation of the vast organization which would be involved would take time, and time is not available.

In the Committee's view, procurement involves getting the maximum quantity of foodgrains from the cultivator in every part of the country. It is not merely, or even mainly, getting supplies from surplus to deficit provinces, because only few provinces have a surplus of all foodgrains; the majority have surplus of some grains and not enough of others—the truly all-round deficit areas being limited in number. As to the means of securing the maximum stock of foodgrains, there are two alternatives: firstly, compulsory acquisition at a fixed price, i.e. requisitioning, and, secondly, increasing the inducement to the cultivator to sell. The report takes the view that it would be premature to resort to requisitioning in India generally (which would involve official procurement machinery every where) though in seriously deficit areas, it may be the only way out. Rising prices of foodgrains as such do not necessarily evoke an increased supply, so long as the higher money prices received by the cultivator can not be translated into an effective supply of goods which the cultivator requires. The problem of procurement is thus intimately linked up with the problem of increasing the supply of the goods which the cultivator needs. Every effort must, therefore, be made to increase the supply of such goods, and the problem should rank next to the problem of munitions supply. Though it would be preferable to supply the cultivator with goods which he needs, whether as producer or consumer, yet if the supply of these can not be increased adequately, it would be advisable for Government to secure supplies of the precious metals for sale to the cultivator.

Main Recommendations

The main recommendations briefly put are: for the duration of the war India must cease to be a net exporting country and must become a net importing country; a general foodgrains reserve should be created; in order to secure foodgrains from the cultivator, effort must be made to increase the supply of goods he needs and the problem should rank next to the problem of munitions supply, but failing such increase, it would be advisable for the Government to secure supplies of the precious metals for sale to the cultivator; and rationing should be introduced in urban areas on the principle of a daily

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minimum ration of one lb cereals per adult, in view of the fact that unlike England and America, there is no great chance of the mass of the urban population being able to supplement the ration by intake of other foodstuffs on any significant scale. A majority of the Committee favour statutory price control of all the major foodgrains in all Provinces and States.

Rationing.- The report recommends the introduction forthwith of rationing of food-grains in cities with a population of 100,000 or more. It also urges the necessity for appointing, within the Food Department itself, an officer, entrusted with the charge of providing Railway facilities, and the co-ordination and utmost possible expansion of alternative means of transport for the movement of food.

~~The report makes a forceful case for the enforcement of the rationing regulations~~
As regards rationing, the report starts from the principle that the minimum ration should not normally be allowed to fall below one lb of cereals per adult per day, in view of the fact that, unlike as in England and America, there is not great chance in India of the mass of the urban population being able to supplement the ration by intake of other food stuffs on any significant scale. The report emphasizes that even in these abnormal days, food conditions in these countries can not be compared with conditions in India, since there is very little room here for tightening the belt so far as the mass of the population is concerned. The report, however, stresses the need for austerity standards in the better off classes of society. If the minimum standard of one lb per adult per day can not be guaranteed out of home supplies, imports ~~must be arranged for.~~ The report calls for drastic enforcement of the rationing regulations especially in the early stages, when attempts at sabotage and evasion are likely to be most frequent. It is also recognized that enforcement is made very difficult unless there is willing co-operation on the part of the public. It is considered essential, therefore, that Provinces and States should set up advisory bureaus to which the public can turn for detailed guidance and advice, and that the rationing authorities should seek the positive assistance of public-spirited citizens by setting up non-official advisory committees. The assistance of ladies of all communities is particularly called for.

Retail Trade.- In order to avoid inconvenient delays, supply of grain has to be carried on through retail traders. Any attempt at ~~what~~ sabotage must be put down with a stern hand by withdrawal of the retailers' licence and ~~in~~ black-listing. Distribution of food grains through employers' associations and consumers' co-operative societies should not be discouraged. The latter form of distribution should be positively encouraged, subject to the principle that everyone should be treated alike in all essential respects, ~~the latter especially should be encouraged.~~

Apart from the rationing of food grains, the report recognizes that there are a variety of other problems which require to be dealt with. The Food Department is desired to consult the expert nutritional authorities on the implications of the policies it is proposed to implement. In view of the food crisis, the Department is asked to investigate the possibility of individual rationing of sugar and milk.

The report recognizes that general rationing is impossible, but it points out that in famine or semi-famine areas distribution can not be left to the normal channels of trade and Government action is absolutely imperative.

Price Control.- The committee urges that statutory price control of all the major food grains should be instituted in all provinces and States. Such control, to be effecting, has to be accompanied by an efficient procurement machinery, an effective control over transport, and a drastic enforcement of the declaration of stocks. Steps should also be taken for building up ample reserves in the Centre, Provinces and States. The report examined the case for Central control over statutory prices and recommends that it should have the right to suggest changes of prices. Disputes between the provinces and the Centre as to price changes should be referred to a Standing Committee, representative of the Centre, Provinces and States, the producers and the trade. In considering the appropriate level of regional prices, the cultivator's cost should be taken into account. Whilst not opposing the policy of selling food grains at reduced or preferential prices to certain sections of the population, the report insists that such a policy can never solve the general problem of food supply and should never be regarded as an effective substitute for an integrated food grains policy.

Other Measures.- As regards the increase in the supply of domestically-grown food stuffs, the report makes a large variety of suggestions ranging from the large scale distribution of improved seed to the strengthening of provincial and State Departments of Agriculture. The suggestion is made that the under-polishing of rice, which is now practised in Madras, should be extended to all other rice provinces.

Administrative Machinery.- On the administrative aspects of the problem, the report refers to the future organisation of the Food Department and suggests the creation in its place of a Food Board to secure continuous and conscious co-ordination of effort in all directions. The report also suggests the establishment of an expert panel of six representatives drawn from the trade. The need for a food administration manual for the guidance of all concerned is stressed, and on the question of the relations between the provinces and the Centre, the report declares that since public opinion will not tolerate a "hands-off" attitude by the Centre, the Centre can not accept any situation which would involve its having to carry great responsibilities without having adequate power. The report requires the Centre to have the last word as regards price changes, allocations of supplies, the management of the central food grains reserve, any conditions to be laid down for rescue or special assistance operations and details of administration.

Supplementary Minute by Sir P. Thakurdas.- Sir Purshotandas Thakurdas, a member of the Committee, in the course of a supplementary note, directs attention to the following points:

Poorer Classes not benefited by Existing controls.- A dispassionate review of the results of Government efforts to control food grains shows that the class of people which have benefited the least are the poorest section of the people for whom these controls were ostensibly instituted. The greatest beneficiaries, on the other hand, are the Defence Department, agencies of the United Kingdom Commercial Corporation, and all the well-to-do class who could afford to get their requirements from the numerous and flourishing black markets where even the Government is reported to have frequently resorted for procuring their own needs. These phenomena must be primarily ascribed to the extremely defective system of distribution operating in the various provinces.

~~Need for Stimulating Imports~~

Need for Stimulation of Imports.- With the insufficient and unreliable statistical data available on the subject of production and consumption of food grains and the inept and unsatisfactory machinery for distribution, it would be a blunder of the first magnitude for Government to continue to work on the same lines as hitherto. Until the distributive machinery is adequate and the provincial administrations are satisfied that their own requirements, regarding the interests of the growers, are properly considered and not unduly sacrificed, the only measure which would restore confidence is for the Central Government to supplement the resources of the country by substantial and speedy imports of wheat from abroad.

Ordinance Regime deplored.- The disposition to procure and distribute supplies of food grains merely by the issue of Ordinances, notifications and decrees must be discouraged, not only because these have proved utterly ineffective, and certainly not enhanced the prestige of the administration, but because they are not the proper approach for the solution of the enormous problem which faces the Government and the people at the present moment. It is necessary to mention that Governments, both at the Centre and in the provinces, in intimate touch with the people, would undoubtedly bring about an easier and more effective solution of the problem.

(The Hindustan Times, dated 22-9-43). +

The Madras Estates Land (Temporary Amendment)
Bill, 1943.

The Madras Government has, on 31-8-43, Gazetted the Madras Estates Land (Temporary Amendment) Bill, 1943. In the statement of Objects and Reasons, it is pointed out: "In the present emergency, it is of the utmost importance to increase the production of ~~all~~ food crops in the Presidency in every possible way. A large extent of land is now lying waste in estates governed by the Madras Estates Land Act, 1908, and difficulty is felt in bringing many of these lands under cultivation, owing to the fact that under the Act as it now stands, when a person is admitted to possession of any ryoti land, he immediately acquires a permanent right of occupancy therein. Amendment of the Act is also necessary for another purpose. Section 11 of the Act gives the ryot absolute freedom to raise any crop he pleases on the land, and section 187 (1) (b) prohibits the landholder from imposing any condition to the effect that the ryot shall not raise crops other than food crops on the land. The Bill provides for the temporary assignment of waste lands situated in estates for periods which may range from three to five years, subject to conditions which will secure that the lands are used for the purpose of raising food crops, while at the same time avoiding any disturbance to the legitimate rights and expectations of the landholder".

The Bill will be taken up for consideration on or after 1-10-1943.

(Pages 73-76, Part IV A, The Fort St. George Gazette, dated 31-8-43). +

The Sind Essential Articles Restricted
Acquisition Order, 1943. +

The Sind Government has issued under the Defence of India Rules

on 25-9-43 the Essential Articles Restricted Acquisition Order, 1943, under which no person may, except under the authority of a Government licence, acquire any essential article if by so doing the quantity thereof in his possession or under his control shall exceed the normal quantity required by him. The restriction does not apply to such part of the quantity of any essential article in the possession or under the control of any person as has been acquired by him before the coming into force of this Order, nor to the acquisition in the ordinary course of his business of any essential article by a person carrying on the business of a producer, dealer, manufacturer, carrier or warehouse-man. It is also provided that no person shall sell, or otherwise dispose of any essential article to another person if he knows, that by doing so the quantity of such article which may lawfully be acquired by that other person will be exceeded.

'Essential Articles' means wheat and wheat products, rice, jowar and bajra, and 'normal quantity' means such quantity as would reasonably be required for use and consumption by a person or his household or in his establishment during a period of one month. The basis of calculation will be $\frac{1}{2}$ seer (1 seer = about 2 pounds) per adult per day, $\frac{1}{4}$ seer per child between 2 and 12 years and $\frac{3}{4}$ seer per a heavy manual worker. The establishments included are catering establishments, institutions, residential establishments and manufacturing establishments. ~~residential establishments and~~

The Order came into ~~force~~ force on 25-9-43 in the city of Karachi, and may be extended to other areas by notification in the Official Gazette.

(Pages 1200A-1200B, Part I, The Sind Government Gazette Extra Ordinary, 25-9-43),

Post-War Reconstruction.

Reservation of Posts for Ex-Service Men: Bombay Government's Modified Scheme.

In order to protect the interests of those joining the Defence Services and to prevent unfair competition as far as possible, the Bombay Government has extended its reservation of Government appointments for persons who have rendered approved war service.

In 1941 the Government decided that 50 per cent of permanent vacancies in the Provincial Services normally open to public competition (except in the Provincial Medical, Public Health and Judicial Departments) occurring from November 10, 1941, were to be kept substantively unfilled with a view to their being made available, after the war, candidates with approved war service. ~~This number of reserved vacancies, could be available.~~ The remaining 50 per cent of unreserved vacancies, could be filled permanently, but candidates, if any, with approved war service were to receive preference. Further reservations covering also the Judicial Department were made in 1942.

In modification of this order, it has been decided in August, 1943, that on and after 1-9-43, the 50 per cent unreserved vacancies in the Provincial Services, other than services and posts in the Provincial Judicial Department, should also be kept substantively unfilled for the duration of the war. These substantively unfilled vacancies, which will be filled on a temporary basis for the period of the war, will be filled permanently after the war by ~~reservations~~

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selection from among persons who have been holding them on a temporary basis as well as from among candidates with approved war service.

(Un-Official Note date 31-8-43, issued by the Director of Information, Bombay). +

Expansion of Road Transport:

Annual Meeting of Indian Roads and Transport Development Association, Bombay, 25-8-43. +

Speaking at the annual meeting of the Indian Roads and Transport Development Association held at Bombay on 25-8-43, the Hon'ble Mr. R.H. Parker the President, expressed disappointment at the lack of any real progress in road development during the last decade and said that when the Central Road Development Fund was created in 1929, which made available a small portion of the petrol tax for the construction and improvement of roads, hopes were justifiably entertained that it would mark the beginning of a real effort to provide India with an adequate and efficient net work of roads. Far from these hopes being realised, the ten years preceding the outbreak of the war had seen less money spent on roads than before the creation of this new and additional source of revenue for road development. In contrast to this, the revenue provided by motor transport to the Central and Provincial Governments had doubled during these ten years and amounted to Rs. 95 millions in 1938-39, while the total road expenditure during that year was no more than Rs. 60 millions. Motor transport revenue was maintaining its upward trend and reached the figure of Rs. 115 millions in 1940-41.

Road Transport Development Essential for Economic Progress. - Emphasising the close relationship between adequate road transport facilities and economic advancement, he said that India's backwardness in the matter of roads has contributed very largely to her agricultural, commercial and industrial backwardness. In a predominantly agricultural country like India, scarcity of food, as at present prevailing, would never have occurred if the country had been adequately provided with roads. If large areas of cultivable land in the country have been lying uncultivated for years, one of the chief contributory causes has been that, owing to the lack of roads in the areas and the consequent lack of access from them to markets, cultivation of the lands has not been a paying proposition in the past, since the primary producer has to pay the high cost of the primitive transport which he has to use. Pointing out that transport would be cheaper, given improved roads, said that the metalling of cart tracks would, for example, reduce the strain on draught animals, and increase both the carrying capacity and the speed of the bullock cart; and assuming that this had a money value of 2 annas per cart-mile, a metalled system of roads would in carting costs alone save the country a sum of over Rs. 550 millions annually - an amount larger than the total the pre war defence budget and twice as large as ~~the interest charges~~ the interest charges on the capital invested in Indian Railways. There could be no justification for failing to confer so great a benefit on the nation and, as in the case of railways, it is equally the duty of the Government to invest large sums in road communications. Even if this large financial gain of roughly Rs. 550 millions annually did not come back to the revenues of Government, he held it to be ~~the Government's duty~~ the Government's duty, as the

guardian of public welfare, to perform this task; but in developing roads, he said, Government can be sure that the expenditure incurred comes back with a profit, for it is in this manner that the foundations of national wealth and prosperity are laid, thereby not only increasing the taxable capacity of the nation, but also increasing the direct return to the railways in the form of additional traffic and multiplying the equally direct return to the Government in the form of revenue from motor transport which is bound to expand given good roads.

Post War Development.- Referring to post-war schemes, he pointed out that a road programme planned without delay and ready for execution the moment hostilities cease is indispensable for meeting the conditions that will face the country on the termination of the war. Such a programme can offer employment to large numbers of the returning soldiers and to other men at present employed in war industries; it will also provide work for the mechanical construction units to be released by the Army. And more important still is the fact that without an extensive road building programme the country will not be in a position to absorb the thousands of Army transport vehicles which will be available after the war, nor the vast numbers of motor drivers now in the employ of the Army, who will seek civil employment when the war is over. Heavy losses will have to be incurred if the vehicles have to deteriorate unused through want of roads after the war. If vehicles lie idle, their drivers may also have to be retained in military service. The total losses in these directions may easily amount to several millions of rupees which, with wise planning, could be converted into a valuable asset in the shape of an increased mileage of roads, thereby giving employment to the men and vehicles and enhancing the country's prosperity in diverse ways.

'Pilot' Schemes.- Mr. Parker said that the Indian Roads and Transport Association has been engaged in the preparation of two small 'pilot' road schemes designed, firstly, to serve as a sample for more extended programmes, and secondly, to draw attention to the nature and extent of the investigation necessary for the type of planning the Association would recommend. The two schemes, each covering roughly 500 square miles of area, will be supplied to the Government of India at an early date. These investigations incidentally show at every stage that the income and benefits from roads far outweigh the cost that has to be incurred in their construction and maintenance. He said that these schemes are only intended to serve as a model and that they will not be of any benefit unless the Government of India and the Provincial Governments make thorough arrangements for the planning and financing of the enormous programme that will have to be in readiness before the war ends.

Co-ordination of Means of Transport.- He also referred to the widespread recognition, fostered by war time transport conditions, of the fact that the various forms of transport are complementary to one another in their common aim of serving the country and urged that, after the war, co-ordination should be effected between the various agencies of transport with the single aim of enabling the country to derive the maximum benefit from each.

Steps to Implement Soreley Committee's
Recommendations re. Country Craft Traffic
on the West Coast.

The Government of India is taking further steps for the encouragement of country craft traffic on the West Coast of India on the lines recommended in the report of the Soreley Committee. (vide pages 47-48 of our report for February, 1943.) Certain decisions in this regard were reached at by a conference, held at Karachi during the last week of August, 1943, of representatives of the Central Government Department concerned, the Karachi Port Trust Authorities and representatives of the country craft owners. According to the scheme emerging from these talks, the Government of India has decided to divide the coast line into several zones for the purpose of enabling country craft to take in a larger share of cargo of Government requirements than at present, and thus relieve the pressure on other forms of traffic by land and sea routes. In each zone will be set up one or two agents, who will act as brokers for the Government in securing the necessary craft.

Organisations directly connected with the trade do not, however, view the scheme with favour. In a representation to the Government they urged that it would be better, in the interest of the Central Government itself, to follow the example set up by the Sind Government in the matter of procuring foodgrains for export from the Province, namely, dealing with the interests concerned directly or through a special syndicate, instead of setting up agents, as the latter method would involve the giving of monopoly rights to one or two individuals. In the matter of freight they urge that the rates should not be fixed by Government agents at their sole discretion and that freightage must be separated from the commission which would be allowed to the agents.

(The Eastern Economist, dated 3-9-43.)-

Conditions in Indian Silk and Art Silk Industry
in 1942-43.

The fourth annual General Meeting of the Silk & Art Silk Mills Association of India was held at Bombay on 28-8-43, Mr. Ramdeo A. Podar, Chairman of the Association, presiding. Reviewing conditions in the industry during 1942-43, Mr. Podar pointed out how a number of member mills had to close down for lack of adequate supply of raw materials. On this point, Mr. Podar said : " To replace art silk yarn, we tried parachute fabrics but, for reasons somewhat difficult to be understood, the member mills who had undertaken to manufacture the same, had to give it up. Consequently, the expectation of running the looms, thereby continuing the employment of the workers and the staff, could not be fully realised in the manner expected, and each mill had to decide on its own merits about the workability and continuity of the work owing to inadequate supplies of raw materials".

Some of the mills, however, had been partially working either with art silk yarn from stocks held by them or purchased locally from old stocks or by using cotton yarn as raw material. But the mills working with cotton yarn found it difficult to continue owing to difficulties in obtaining finer count yarn of proper tests and higher prices.

He deplored the absence of an art silk yarn industry in India. The only way out he said was in developing art silk yarn manufacture in India. He appealed to the members of the Association to consider this problem seriously and, if possible, to raise the necessary capital for the import of plants and machinery after the war for the starting of the new industry.

(The Bombay Chronicle, dated 31-8-43.)

'Badla' Transactions in Stock Exchanges banned:
Further Amendment to D. I. Rules.

The Government of India has on 11-9-1943 gazetted a further amendment in the Defence of India Rules, by adding a ~~number~~ new rule 94 C (Prohibition of badla) after rule 94 B. The amendment provides that no Stock Exchange shall, after 24-9-1943, permit, or afford facilities for, - (a) the transaction of badla; (b) the making of any contract other than a ready-delivery contract; or (c) the carrying out of settlement of any 'badla' transaction or any contract other than a ready delivery contract.

"Badla" includes a contango and a backwardation and any other arrangement whereby the performance of any obligation under a contract to take or give delivery of securities within a stipulated period is postponed to some future date in consideration of the payment or receipt of interest or other charges. "Contract" means a contract made, or to be performed in whole or in part, in British India relating to the sale or purchase of securities. "Ready-delivery contract" means a contract which must be performed by the actual delivery of, or payment for, the securities specified therein on a date not later than the seventh day after, if the seventh day happens to be a holiday, the business day next following) from the date of the contract.

(P. 595-596, The Gazette of India Extraordinary dated 11-9-1943.)

WAR RISK INSURANCE

The War Risks (Inland Vessels) Insurance Rules, 1943

Reference was made at pages 32-33 of our August 1943 report to the War Risks (Inland Vessels) Insurance Ordinance, 1943. At pages 575-578 of the Gazette of India Extraordinary dated 3-9-1943 are published the War Risks (Inland Vessels) Insurance Rules, 1943, issued by the Government of India on 3-9-1943, in exercise of powers conferred by the War Risks (Inland Vessels) Insurance Ordinance, 1943.

General

Labour Policy during Wartime, 1939-43:
Action taken by the Central Government.

The following survey of the policy followed by the Government of India in respect of labour and the measures adopted for the improvement of ^{the workers'} their conditions is based on an unofficial note dated 20-9-1943 issued by the Principal Information Officer, Government of India. Evolution of a central machinery for the welfare of labour, establishment of a tripartite Conference, legislation to compensate workers sustaining war injuries - these measures, together with the steps which have been taken to ensure war production, constitute the more important labour measures of the four years of war. (References have been made to these subjects in our monthly reports.)

Labour Welfare:

Labour Welfare :

G. Welfare Machinery.- A central machinery for labour welfare was set up with the appointment of Mr. R.S. Nimbkar, a labour leader conversant with the aspirations of labour in India, as Labour Welfare Adviser, Government of India. A number of Assistant Labour Welfare Officers were also appointed in various Provinces and these Officers have been instrumental in explaining the policy of Government to workers as well as to employers, and in bringing to the notice of the Government the scope and extent of welfare measures undertaken by employers in their respective zones. The presence of a welfare organisation like this proved useful in ascertaining the wartime needs of the workers. Central Government has on various occasions urged employers all over India to undertake welfare measures, in their own interest or in the interest of labour, in their undertakings.

H. Food Supply.- The rising cost of living and difficulties in obtaining foodstuffs were disabilities which affected labour as much as they affected the general population. Government realised that these disabilities were likely to hamper the efficiency of labour and, therefore, urged employers to open cost price grain shops in their undertakings. Employers all over the country have shown interest in making adequate provisions for their employees in respect of foodstuffs and other essentials of life. Cheap grain shops were opened either by the employer or by the workers' co-operative societies, and in almost all the industrial provinces necessary storage arrangements were made by the employers for the supply of foodstuffs to their employees in an emergency. Prominent employer advanced capital to a co-operative society of workers for running grain shops and provided for storage accommodation at reduced rent. There are other instances of employers who went to the extent of opening canteens for providing meals and refreshments to workers at cheap rates. In the beginning, emphasis was laid on making suitable arrangements for cooked food supply during a period of emergency. Eventually, however, Government went a step forward and recommended the opening of cooked food canteens for workers in all industrial undertakings. Provision of food at cheap rates to workers separated from their families, substantial economy in the use of foodstuffs as a result of communal feeding and the utility of canteen service in an emergency - these and other advantages of the canteen system have been pointed out to employers and they are urged to consider the advisability of adopting this measure as a part of their general food policy.

I. Safety Measures.- An important aspect of labour welfare was the safety of labour in the event of enemy air raids, a danger which has assumed importance since the occupation of Burma by the Japanese. This aspect of the question was taken up before the danger became real and tangible. Government recognised their responsibility for seeing that under war conditions workers in factories were adequately protected from the risks of air raids. They appointed a team of A.R.P. experts to ensure that adequate protection designed on the latest approved lines was available for workers. The number of slit trenches and A.R.P. shelters which exist today in the factories in almost all industrial zones in India are the results of these protective measures undertaken well in advance of the real danger. Side by side with these efforts being made to compensate the workers who sustain war injuries. The Injuries (Compensation and Insurance) Act, 1943, imposes on employers a liability to pay compensation to workers sustaining war injuries. The prompt payment of such compensation is ensured by the provision for compulsory insurance of employees with the Government against such a liability.

Tripartite Organisation.- Yet another factor which is playing significant part in the initiation and formulation of progressive labour policies is the institution of a Labour Conference which began with the Labour Ministers' Conference in 1940 and has now emerged as a tripartite organisation representing the Central, Provincial and the Indian States Governments, the employers and the workers. This is an important development, closely on the lines of International Labour Organisation; and the Conference, in years to come, may become a full-fledged industrial council, so strongly recommended by the Whitley Commission on Labour 12 years ago. That this institution has provided opportunities for full and free contact between employers and employees, is borne out by the wide range of the subjects discussed, and the decisions taken, at the two sessions of the Tripartite Conference and the three meetings of the Standing Labour Committee attached to it held up till now. Questions relating to cheap grain shops, provision of canteens and A.R.P. measures in factories were discussed at the first Tripartite Conference in August 1942. The important question of wages was one of the first to be discussed by representatives of labour, employers and Government. These discussions brought out the need for collecting reliable data.

Post-War Employment Problems.- But the scope of these discussions has not been confined to issues directly connected with the war. Far-reaching decisions regarding social security for labour and minimum wage were arrived at at the recent session of the Tripartite Conference, and it was agreed that a machinery for investigating questions of wages and earnings should be immediately set up. This machinery will collect data for the formulation of a plan for social security for labour. The decision taken at the third meeting of the Standing Committee regarding the establishment of employment exchanges to deal with problems arising out of mobilisation of skilled and semi-skilled workers on the termination of hostilities is another instance of forward planning. Following the discussions of the Standing Committee, a detailed scheme has been drawn up under which voluntary employment exchanges, similar to those functioning in other industrial countries of the world, will be established in a few weeks at various centres in India. The exchanges will assist employers in finding technical personnel for their undertakings and will, at the same time, help personnel in finding employment.

That the war has not hampered progress in improving the peace-time labour code is borne out by the scheme for insurance against sickness, which is under preparation. Prof. B.P. Adarkar, who was appointed for drafting a tentative scheme, has been ascertaining the views of the employers' and workers' organisations on matters like workers' obligations to contribute, their eligibility to receive benefits, the nature and extent of the contributions to be made by employers and workers, the extent and duration of cash benefits and the advisability of bringing maternity benefits under sickness insurance.

Scheme for Compiling Cost of Living Index Numbers.- The war also brought to the forefront the need for collecting data regarding the cost of living. Facts and figures of this nature are being collected in some Provinces in India. But there is still a need for the preparation and maintenance of Cost of Living Index Numbers on a uniform basis. Government have, accordingly, formulated a centrally controlled scheme and have appointed an officer to make necessary preparations for the preparation of Cost of Living Index Numbers in selected centres on a uniform basis. 14 centres in Bombay, 9 in Bengal, 9 in U.P., 2 in C.P. and Berar, 2 in Orissa, 2 in Assam, 7 in Bihar, 2 in Sind, 6 in the Punjab and one centre each in Delhi and Ajmer have been selected for the compilation of Cost of Living Index Numbers. Investigations

be carried out at these centres regarding the family budgets of workers. Along with the main Cost of Living Index Numbers scheme, two other schemes have been formulated with a view to compile Retail Price Index Numbers for urban and rural centres.

Wartime Legislation.- All these measures, undertaken in wartime, have been instrumental in shaping the peacetime labour code of India. But war has also necessitated certain measures of a temporary nature to ensure steady war production. The Essential Services Maintenance Act, promulgated in 1941, requires the workers to stick to their jobs and, at the same time, provides for fair terms of employment to workers employed in essential services. Shortly after the outbreak of war, it became evident that, in order to utilise the technical personnel available in the country to the best advantage of the war effort, Government should take power to require industrial undertakings to release technical personnel for employment in factories engaged on work of national importance and to require technical personnel to undertake employment in such factory. The National Service (Technical Personnel) Ordinance accordingly promulgated in June 1940. Under the Ordinance, 10 Regional Service Labour Tribunals have been constituted, 9 for the various provinces and one for Delhi and Ajmer-Merwara. Since their establishment, up to the end of March 1943, the Tribunals took 7,480 persons into national service.

The need to maintain war production made it essential that some system should be devised to ensure that disputes, when they arise, are settled without the necessity of resorting to direct action. The Government of India, therefore, made Rule 81-A, of the Defence of India Act in January 1942. The Rule, in brief, empowers the Government to refer industrial disputes to "adjudication", with the provision that the adjudication award can be enforced by an order of Government. This system has proved useful in the prevention and early settlement of industrial disputes. The latest available figures show that the number of strikes has remained at a low ebb and where strikes have occurred their duration has been small. There has been no case of any strike lock-out during the pendency of adjudication procedure and both employers and employees have been willing to abide by the procedure as well as by the decisions of adjudicator.

(Unofficial Note dated 24-9-1943,
issued by the Principal Information
Officer, Government of India.) +

List of the more important publications received in this office
during September 1943

ation, Congresses, etc.-

The Employers' Association of Northern India, Cawnpore. Speech by Sir Padampat Singhania, Kt., M.L.A., Chairman, Sixth Annual General Meeting, 23-8-1943.

Sixth Annual Report of the Employers' Association of Northern India, Cawnpore, for the year 1942-43. Presented to the Annual General Meeting held on 23-8-1943. The Star Press, Cawnpore. 1943.